

Summary of Terminal Evaluation

1. Outline of the Project		
Country: The Republic of the Sudan		Project title: Capacity Building Project for the Implementation of “The Executive Programme for the Agricultural Revival”
Issue/Sector: Planning/ Government – Government - Government/ General		Cooperation scheme: Technical Cooperation Project
Division in charge: JICA Sudan Office		Total cost (estimated at completion of the Project): approximately 7.0 million Yen
Period of Cooperation	From March 29, 2010 to March 28, 2014	Partner Country’s Implementing Organization: Federal Ministry of Agriculture and Irrigation, State Ministry of Agriculture of the target area (Gezira, White Nile, Sennar, Gedaref, Northern, and River Nile)
		Supporting Organization in Japan: None
1-1. Background of the Project		
<p>The Republic of the Sudan is in urgent need to revive the agriculture sector. The agricultural production, comprising 35% of Gross Domestic Product and employing 62% of labor force, has been stagnant in the last two decades, particularly in major crops such as sorghum, wheat, sesame, cotton and ground nuts. Sudan is currently a net importer of food because of the rapid increase in domestic food consumption due to the population growth at 2% per annum. Sudan has been dependent on oil revenues to achieve economic growth and to balance external accounts since 1990’s, but the drastic decrease in the oil revenues after the Secession of South Sudan in July 2011 has led to slowdown of economic growth and significant deterioration of external and fiscal balances.</p> <p>To tackle this imminent challenge, the Government of Sudan (hereinafter referred to as “GOS”) formulated “Executive Programme for Agricultural Revival” (hereinafter referred to as “EPAR”) in 2008 to promote agricultural exports, eradicate poverty, and attain food security. EPAR is an across-the-board program under direct supervision of Vice President of Sudan and encompassing eight ministries including the Federal Ministry of Agriculture and Irrigation (hereinafter referred to as “FMOAI”). EPAR aims at improving agricultural productivity and export competitiveness through such measures as constructing/rehabilitating dams and irrigation canals, doubling cultivated areas and growing horticulture production. EPAR was extended after the end of its original term from 2008 to 2011, and FMOAI itself formed its own Five-Year Plan 2012-2016 to play its roles to achieve the overall national goals. FMOAI also started the National Rice Project (hereinafter referred to as “NRP”) in 2005 to promote the production of rice, which also lags behind the growing domestic demand, by formulating rice development plans, introducing rice cultivation to suitable areas, and facilitating marketing and sales.</p> <p>In view that capacity development for action planning, implementation, and monitoring is the key to the success of EPAR and NRP, GOS requested the Government of Japan (hereinafter referred to as “GOJ”) for Technical Cooperation to develop capacity of FMOAI and related organizations. Committed</p>		

to enhancing capacity to increase food production and agricultural productivity in African countries by the Yokohama Action Plan of the Fourth Tokyo International Conference on African Development (TICAD IV), GOJ accepted the request of GOS in December 2009 as the ‘Capacity Building Project for the Implementation of “The Executive Programme for the Agricultural Revival”’ (hereinafter referred to as “the Project”). Subsequently FMOAI (then Ministry of Agriculture) and JICA entered discussion on the framework of the Project and signed the Record of Discussions on 21st January, 2010.

The Project started in March 2010 as a four-year project. This Terminal Evaluation is conducted for assessing outputs and achievements of the Project at the time when approximately six months are left before the completion of the Project.

1-2. Project Overview

(1) Overall Goal

The quality of public services provided by the Ministry of Agriculture and the organizations concerned are improved through their capacity development.

(2) Project Purpose

Human and organizational capacity of the Ministry of Agriculture and the organizations concerned is strengthened to materialize "The Executive Programme for the Agricultural Revival."

(3) Outputs

- 1) Through the experimental activities of the Project, a model system of human resource development and organizational capacity development of the Ministry of Agriculture has been developed.
- 2) Planning, implementation, monitoring & evaluation for promotion of rice production are enhanced.

(4) Inputs

Japanese side:

Japanese Expert: 4 long-term experts and 10 short-term experts in total,

Trainees received in Japan: 42 persons, Trainees received in Uganda: 123 persons in total,

Trainees received in Egypt: 50 persons, Provision of equipment: around 1 million US dollars,

Local cost expenditures: around 0.8 million US dollars

Sudanese side:

Counterpart: 60 persons in total (at terminal evaluation),

Local cost expenditures: around 0.33 million US dollars,

Provision of office spaces: office space for Japanese experts in Khartoum, Gezira state, and White Nile state

2. Evaluation Team

Members of Evaluation Team	1) Team Leader: Mr. Hiroyuki Mori, Chief Representative, JICA Sudan Office	
	2) Cooperation Planning: Mr. Masahiro Shiomi, Project Formulation Advisor, JICA Sudan Office	
	3) Evaluation and Analysis: Mr. Isao Dojun, Chuo Kaihatsu Corporation	
Period of Evaluation	From September 25, 2013 to October 22, 2013	Type of Evaluation: Terminal

3. Results of Evaluation

3-1. Achievement

Output 1:

“Through the experimental activities of the Project, a model system of human resource development and organizational capacity development of the Ministry of Agriculture has been developed.”

Achievement:

Based on the degree of achievement of three indicators, and as the Capacity Development Guideline/Manual is likely to be completed by the end of the Project period, the model system of human resource development and organizational capacity development in FMoAI will be developed to a very satisfactory extent by the end of the Project.

Output 2:

“Planning, implementation, monitoring & evaluation for promotion of rice production are enhanced.”

Achievement:

As for the indicators of Output 2, five indicators out of seven are already achieved, and another will be achieved by the end of the Project. The degree of capacity building of extension officers as trainer will reach the satisfactory (technologically basic) level in Gezira state by the end of the Project. On the other hand, the degree of capacity building of extension officers in other 5 states will not reach the satisfactory level.

Project Purpose:

“Human and organizational capacity of the Ministry of Agriculture and the organizations concerned is strengthened to materialize "The Executive Programme for the Agricultural Revival."”

Achievement:

Capacity strengthening of FMoAI is achieved very satisfactorily, while capacity strengthening of extension officers on upland rice cultivation still has issues to be addressed.

3-2. Summary of Evaluation Results

(1) Relevance: High

The Project addresses the need of capacity building of officers in FMoAI as well as the need of farmers to introduce profitable alternative crops or additional summer crops. The Project is well consistent with the policies of GOS, as GOS puts higher priority on institutional capacity building of governmental organizations, and regards rice as one of the strategic crops. The objectives of the Project are also consistent with “Country Assistance Programme for the Republic of the Sudan” of GOJ, which states that agricultural development and improvement of the governmental services are the Priority Areas of Assistance. There were three main components in the Project at the beginning: 1) establishment of a model system for human resource development in FMoAI; 2) development of a technical package of rice production; and 3) formulation of an action plan for the improvement of agro-pastoral productivity in Kassala state. It seems that the approach to implement the components 1) and 3) is appropriate. However, as for the component 2), only one Japanese expert was assigned at the

initial stage of the Project, which was too small as the input to achieve the target set as high as to develop technological package in a country like Sudan where upland rice cultivation techniques needed to be developed from scratch and very few specialists on upland rice cultivation existed. The approach, however, was improved after the start of the Project by increasing the number of Japanese experts to two, and by making appropriate modifications to upland rice development activities.

(2) Effectiveness: Relatively high

As mentioned in Achievement of the Project Purpose, the capacity strengthening of FMoAI is at a very satisfactory level. As for rice cultivation, most outputs are achieved, while there remain some issues to be addressed regarding capacity strengthening of extension officers on upland rice cultivation. It is thus concluded that the effectiveness of the Project is relatively high.

(3) Efficiency: Relatively high

The inputs made by the Japanese side are appropriate for producing outcomes. However, some of the milling machines are yet to be installed due to the delay in procurement by the Japanese side and preparatory works by the Sudanese side (selection of installation sites and three-phase electric works).

FMoAI and all six State Ministries of Agriculture have a large number of officers involved in the project activities, and bear local costs. Especially, Gezira State Ministry of Agriculture has expended a significant amount. Task Team activities in FMoAI are carried out mostly where possible under “Zero Cost” concept. As for project management, Project activities are conducted in a flexible manner based on their progress, and the Joint Coordinating Committee meetings are held regularly and properly.

(4) Impact:

1) Prospect on achieving the Overall Goal in future: “The quality of public services provided by the Ministry of Agriculture and the organizations concerned are improved through their capacity development.”

Quantitative data for assessing the degree of achievement of this indicator are not available at the moment of the Terminal Evaluation. Therefore, it is difficult to judge whether this indicator can be achieved within 3-5 years after the completion of the Project.

2) Other impact

- Improvement in communication and experience-sharing among officers in FMoAI
- New relationships with other governmental organizations built through Task Team activities
- Increase in the number of farmers interested in rice cultivation
- Raised interest of other development partners
- Increase in media coverage

(5) Sustainability:

Policy sustainability will be ensured. Organizational and financial sustainability will be ensured in general. Regarding technical sustainability, the model system of human resource development and

organizational capacity development will be sustained, while there remain issues to be addressed to sustain upland rice cultivation technologies.

1) Policy sustainability

GOS considers that institutional capacity building, modernization of agriculture, and improvement of productivity are important. Rice is one of the strategic crops. Therefore, policy sustainability for capacity building of government officials and promotion of rice cultivation will be ensured.

2) Institutional/organizational sustainability

An implementation structure for capacity building in FMoAI is verified in the Project. It is planned to become a permanent structure by adding an appropriate unit to conduct planning and monitoring for capacity building. As for information management, most directorates of FMoAI newly established their own IT units. Therefore, organizational sustainability for continuing capacity building of staff and for improving information management in FMoAI will be ensured. It is, however, required to establish an operational unit to ensure that the institutional structure functions well.

As for rice cultivation, most of the six State Ministries of Agriculture have sustainable organizational setup for promoting rice cultivation by creating rice promotion units with a large number of extension officers. As for the Rice Sector Development Forum, it is necessary to continue the forum and the working group activities.

3) Financial sustainability

It is possible for FMoAI to continue capacity building in the same way as implemented in the Project through Task Team activities with ‘Zero Cost’ concept, while the local costs borne by FMoAI are limited. It is, however, necessary for FMoAI to allocate appropriate budget in order to implement full-fledged activities, such as action plans in collaboration with other organizations (governmental and/or private sectors) in the future.

Six State Ministries of Agriculture have borne costs relatively well, and it is expected they continue to spend appropriate budget for rice promotion.

4) Technical sustainability

The members of the Capacity Building Working Groups and other staff who participated in the capacity building activities are equipped with good knowledge and skills for continuing the cycles of capacity building activities (planning, implementation, monitoring, and evaluation). Therefore, technical sustainability of them will be ensured.

As for extension officers in State Ministries of Agriculture, their capacities have improved year by year through participation in various training programs and OJT in the fields. However, the number of extension officers with sufficient basic technical skills is still limited. Furthermore, development of upland rice cultivation technologies is underway, and there are several important techniques which are yet to be developed. Therefore, capacity building of extension officers needs to be continued along with tackling with newly identified technical issues. In addition, the number of specialists who can develop

techniques of upland rice cultivation is very limited in Sudan. For continuing comprehensive development of upland rice cultivation techniques, local experts on rice cultivation are needed. In summary, it will be difficult to ensure technical sustainability on upland rice cultivation.

3-3. Factors that promoted realization of effects

(1) Regarding project plan

None.

(2) Regarding implementation process

The activities and institutional arrangement necessary for capacity building of individuals and the whole organization in FMoAI are planned based on study of the mandate of FMoAI and capacity assessment of officers, and capacity building is conducted through practical work in Task Team activities. This process seems to be very appropriate for capacity building.

3-4. Factors that impeded realization of effects

(1) Regarding project plan

As for rice cultivation, as explained in Relevance, it was impossible to accomplish the original Project plan because the original inputs and duration were not sufficient to achieve the initial target set very high, although objectives were changed to more appropriate level after the commencement of the Project.

(2) Regarding implementation process

Whether capacity building of officers in FMoAI can be done effectively is affected by senior managers' directions on what competencies should be enhanced and their understanding of the Project activities. While capacity building activities are conducted actively in those directorates where director generals have good understanding and awareness, activities are not so active in some directorates.

3-5. Conclusion

People involved in the Project activities have made substantial efforts for achieving the objectives of the Project. The capacity of the officers who participated in the Project has been strengthened well enough for conducting their duties in FMoAI and State Ministries of Agriculture. As mentioned above, the capacity building in FMoAI is at a very satisfactory level. As for rice cultivation, there are very good outcomes, for example, higher yields at demonstration farms that indicates profitability of rice, and increased interest of government officials and farmers in rice cultivation. However, capacity strengthening of extension officers on upland rice cultivation needs to be continued, and further technical development on upland cultivation and post-harvest processing is required.

4. Recommendations

4-1. Recommended Actions to be taken by the project team (Sudanese counterpart and Japanese experts) by the end of the project period (the end of March 2014)

(1) Complete the following planned project activities

- 1) Final capacity assessment of target beneficiaries in FMoAI and State Ministries of Agriculture
- 2) Completion of the Capacity Development Guideline / Manual
- 3) Revision of the Upland Rice Cultivation Handbook

(2) Accelerate installation of milling machines

4-2. Recommended Actions to be taken by the Sudanese side (including after the end of the Project)

- (1) Establish a functioning unit to lead the implementation of capacity building in FMoAI
- (2) Continue Task Team activities, and allocate budget for them, in FMoAI
- (3) Continue Rice Sector Development Forum and its Working Group activities
- (4) Foster specialists of upland rice cultivation

4-3. Recommendation to both Governments of Sudan and Japan

It is recommended to extend the project period for two years to achieve the output with respect to capacity strengthening of extension officers and to address remaining technical development issues on rice cultivation. Regarding the capacity building of rice cultivation extension officers, refocus of target group, change in activity approach, and revision of output are required for concentrating on development of core staff, not trying to target all extension officers.

5. Lessons Learned

“Learning by doing” approach is applied in capacity development activities in the Project. The efficacy of this approach is demonstrated well in internalizing learned knowledge and skills through actual practices to fulfill duties in offices and fields, although trial and error is inevitable in the process. It is also observed that support and understanding of middle and senior management is crucial for successful application of this approach for capacity development. The methodologies applied and experience gained in the Project can be helpful to similar capacity development activities.